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JOINT INSPECTION UNIT

Implementation of the recommendations of the Joint Inspection Unit

Report of the Secretary-General

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I. INTRODUCTION

1. The General Assembly, at its twenty-seventh session, requested the Secretary-General to submit to it annually a succinct report on those major recommendations of the Joint Inspection Unit (JIU) affecting the United Nations that had not been implemented, together with the reasons for each case. Subsequently, by its resolution 32/199 of 21 December 1977, the Assembly decided that future reports of the Secretary-General on the implementation of the recommendations of the Unit should provide concise information only with regard to those reports that JIU had indicated as being of interest to the Assembly, one of its Main Committees or its other subsidiary organs. In its resolution 42/218 of 21 December 1987, the Assembly requested all bodies of the United Nations system to examine closely those reports of JIU that fell within their respective areas of competence and to comment, as appropriate, on the recommendations contained therein.

2. The General Assembly also, in its resolution 44/184 of 19 December 1989, requested the Secretary-General to standardize the format of his reports relating to the work and recommendations of JIU in order to include the recommendations of the Unit and any decisions of the Assembly and other governing bodies before making his comments. In addition, the Assembly urged the Secretary-General, in preparing his report, and JIU, in preparing its annual report, to coordinate their efforts in order to present to the Assembly the maximum possible information on the implementation of the recommendations of JIU. The present report is submitted in accordance with the above-mentioned decisions and includes detailed information on the status of implementation of the recommendations contained in four JIU reports, which it had indicated as being of interest to the Assembly.

II. THE REVISED ROUND-TABLE PROCESS (JIU/REP/92/4)

3. A report of the Joint Inspection Unit on the revised round-table process was submitted to the General Assembly at its forty-eighth session (A/48/61). The report contained three recommendations addressed to the United Nations, the United Nations Development Programme (UNDP), Governments of the least developed countries, and the interested specialized agencies of the United Nations system. The related comments of the Secretary-General were transmitted to the General Assembly in an addendum to that report (A/48/61/Add.1). At its forty-eighth session, the General Assembly took note of the report and the comments of the Secretary-General.

Recommendation 1: The round-table process should aim, within the framework of a simplified and less cumbersome procedure, at assisting those least developed countries which so desire in holding annual meetings to reduce their debt and to generate additional funds for financing priority projects for which no other source of financing has been found. The funds generated through the round tables should be allocated directly to UNDP, or to the United Nations and specialized agencies, or to the beneficiary Governments responsible for execution of these projects, in order to reduce the number of intermediaries and shorten time-lags.

Recommendation 2: With the aim of simplifying round-table activities and avoiding duplication, round tables should leave to NaTCAPs the task of assisting the Governments concerned in setting up or strengthening services responsible for collecting data and statistics on aid and technical cooperation, the coordination of aid and channelling it towards the execution of operational projects and programmes. These activities should be designed to enable the beneficiary Governments effectively to undertake, without assistance, all tasks relating to the coordination and management of aid and technical cooperation. In conjunction with the few least developed countries still without NaTCAP arrangements, UNDP should consider the possibility of concluding agreements to introduce this procedure and achieving with them a rational distribution of tasks between round tables and the NaTCAPs.

Recommendation 3: In order to consolidate the various macroeconomic studies and economic and social programmes and plans, and to integrate them within long-term development strategies - while reducing overlapping, duplication, loss of time and the wasting of financial and human resources, UNDP should help the least developed countries concerned to set up, or strengthen, government services responsible for preparing and updating long-term strategies reflecting the Government's chief priorities and policies, and providing a framework for the action of the various bilateral and multilateral partners.

4. The United Nations organizations, funds and programmes, as well as some specialized agencies, continue to view the round-table process as an important forum for dialogue and coordination between the least developed countries and their development partners, based on the principles of partnership and mutual commitment set out, in particular, in the Programme of Action for the Least Developed Countries for the 1990s adopted by the Second United Nations Conference on the Least Developed Countries, held in Paris in 1990. Since the JIU report was issued, the United Nations entities have taken a number of measures to improve the process, to simplify it and make it more responsive to the needs of the least developed countries, as recommended by the Inspector. In their efforts, they seek to ensure that the round tables focus primarily on resource mobilization rather than on more general policy issues, as has occurred sometimes in the past.

5. The United Nations Development Programme, in January 1995, undertook an evaluation of the aid coordination process, including the round tables and the National Technical Cooperation Assessment and Programmes (NaTCAPs) processes. The conclusions and recommendations of this evaluation were reviewed in a special capacity development retreat, and the final decisions on the subject were adopted by the UNDP senior management in May 1995. In line with those

decisions, UNDP is prepared to play a more important role in country follow-up to round tables, particularly in the building of national capacity for aid coordination. UNDP believes that the round tables should be linked to national budget discussions and should become a means to promote people-centred sustainable development. In the upcoming programming period, UNDP will be allocating increased funds for policy-making at the corporate level for the round-table process.

6. A useful input of the United Nations Population Fund (UNFPA) into the round-table process is its exercise named the Programme Review and Strategy Development, which has been organized in 76 countries and is providing information on a country's current population situation, such as population growth, distribution, migration, etc. This exercise also analyses the interrelationship between demographic variables and socio-economic development, assesses the financial and technical needs in the area of population, provides inputs into the formulation of the country strategy note and makes recommendations concerning the national population strategy. In January 1995, the Executive Director of UNFPA, at the request of the Secretary-General, convened a consultation on resource mobilization needed to achieve the goals and objectives of the Programme of Action of the International Conference on Population and Development, adopted at Cairo in 1994. That meeting, attended by representatives of various United Nations organizations, international financial institutions and bilateral aid agencies, suggested the use of the existing mechanisms at the country level, including the round-table machinery, for the purpose of mobilizing country-specific resources.

7. In spite of definite success in the implementation of the recommendations contained in the JIU report, some details and elements of the round-table process still need to be clarified and clearly defined. For instance, some United Nations organizations confirmed their view expressed earlier that the different objectives of the round tables, on one hand, and the NaTCAPs, on the other, should be maintained, that is, that the NaTCAPs should continue to carry out the specific auditing aspects as the basis for the follow-up and monitoring of the implementation of technical assistance programmes at the national level, while the round tables should remain a forum for external resource mobilization.

8. Some United Nations entities do not share the proposal contained in recommendation 1, that the funds to be generated through the round-table process should be allocated to any agency including UNDP. Since these funds are geared to specific projects and programmes of recipient least developed countries, and the Governments have the primary responsibility for the development of their respective countries, the funds generated should be allocated to the appropriate government disbursing authority and monitored by the local aid coordination machineries established in a number of least developed countries, so as to ensure the efficient utilization of resources and the effective implementation of programmes. It should also be recalled that funds channelled to UNDP typically finance sustainable human development activities that can be carried out by a variety of implementing agents under national execution, including organizations of the United Nations system, as well as other international organizations.

9. Some organizations expressed their concern with regard to the relocation of round-table meetings from the capitals of least developed countries to Geneva. In their view, this change has not only introduced the additional cost of transporting and hosting large interministerial delegations at Geneva but, what is most important, participating agencies and donor experts are deprived the opportunity of experiencing the local conditions in the least developed countries and thereby determining, on a more informed basis, the magnitude of development problems and financial requirements and other resource needs of the concerned country.

10. The United Nations organizations have a number of ideas how to further improve and strengthen the round-table process. They include, in particular, the proposal to establish an inter-agency task force with the participation of appropriate regional commissions, that will act as a preparatory committee, to assist the lead agency in the preparation of the round-table meetings; to strengthen aid coordination machinery at the national level, under the joint chairmanship of a major donor and the recipient Government, a process which should clearly define the respective roles and responsibilities of all the parties involved; and to hold round-table meetings in the capitals of the least developed countries, in order to encourage more effective participation of national Governments and local expertise in those meetings and provide a United Nations agency and donor participant with more pertinent information on local conditions. These and other proposals need further consideration by donors and by recipient Governments.

III. UNITED NATIONS SYSTEM COOPERATION WITH MULTILATERAL FINANCIAL INSTITUTIONS (JIU/REP/92/1)

11. A report of the Joint Inspection Unit on United Nations system cooperation with multilateral financial institutions was submitted to the Economic and Social Council at its substantive session of 1993 (E/1993/18 and Add.1). The comments of the Administrative Committee on Coordination on that report were transmitted to the Council at the same session (E/1993/18/Add.2). The report contained two recommendations addressed to the executive heads and governing bodies of organizations of the United Nations system. The Economic and Social Council, by its decision 1993/227 of 13 July 1993, took note of the report and the Committee's comments thereon.

Recommendation 1: Wherever United Nations system organizations desire to enhance cooperative relationships with the multilateral financial institutions, their executive heads and the governing bodies responsible for operational activities for development should make a meaningful commitment to increase the competitiveness of their programmes. To foster creativity, responsiveness, sustained performance improvement, and other elements of a competitive posture, competent authorities should ensure:

(a) An adequate allocation of resources;

(b) An explicit priority given to deploying personnel to participate in cooperative programmes;

(c) A planning effort to identify ways to improve performance;

(d) A review and evaluation process to measure results accurately and feed findings back into these allocation, deployment and planning processes.

Recommendation 2: If agencies decide to follow the competitive path presented above, the Inspectors also recommend that executive heads and governing bodies sustain this process by including as many as possible of the following topics in their periodic deliberations on technical cooperation activities, concentrating on results achieved, lessons learned, changing circumstances, emerging trends, and proposals for future strategies and initiatives:

(a) Significant cooperative actions, programmes, or funding or liaison arrangements with multilateral financial or other development institutions;

(b) Organizational reviews to consider operational improvements such as new efficiency measures, streamlined support services, or special task force structures;

(c) Significantly improved or new developmental strategies, services, or programmes under way;

(d) New techniques or technologies being successfully applied to enhance development;

(e) Possibilities for better employing the advocacy, normative, standard-setting, advisory, analytical and/or research roles of the organization to strengthen its operational activities, with support from other parts of the organization;

(f) Most difficult but perhaps most important of all, tightening the focus of the overall programme by identifying and further developing successful services and activities (i.e., what the organization "does best"), while also eliminating those that are obsolete, irrelevant or unsuccessful.

12. Members of the Administrative Committee on Coordination view the recommendations of the Inspectors as a comprehensive and useful set of elements to focus on in improving the effectiveness of their cooperation with multilateral financial institutions. In particular, the topics listed in recommendation 2 have received priority attention from organizations of the United Nations system. A number of Committee members considered the JIU report at meetings of their respective governing bodies and adopted appropriate decisions related to the conclusions and recommendations contained in the report.

13. During the period since the JIU report was published, the organizations of the United Nations system have made a conscious effort to strengthen their ties with multilateral financial institutions, to establish the basis for useful collaboration on a wide range of issues for their mutual benefit, and for the benefit of Member States. The members of the Administrative Committee on Coordination have continued to reinforce their policy frameworks and

collaboration, first of all, with the World Bank and the main regional development banks, namely, the African Development Bank (AfDB), the Asian Development Bank (AsDB), the European Bank for Reconstruction and Development (EBRD), the Inter-American Development Bank (IADB) and Islamic Development Bank (IsDB).

14. The examples of fruitful and improved cooperation with multilateral financial institutions can be seen in the activities of the World Health Organization (WHO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the International Civil Aviation Organization (ICAO), the United Nations International Drug Control Programme (UNDCP), the World Food Programme (WFP), UNDP, the Universal Postal Union (UPU), the Office of the United Nations High Commissioner for Refugees (UNHCR) and other organizations and bodies of the United Nations system. Some examples of this cooperation are highlighted below.

15. After many years of extensive collaboration at all levels, the first overall WHO/World Bank review meeting (October-November 1994) initiated a systematized pragmatic framework for joint action and made a commitment to use the two organizations' technical and financial expertise and resources for the significant improvement of the health sector at the country level. Currently, WHO and the World Bank are closely collaborating in several programme areas which have had a substantial impact on people's health, including training and research in tropical diseases, onchocerciasis control, research development and research training in human reproduction, control of acute respiratory infections and HIV/AIDS. During 1994, progress was made in implementing the WHO/AfDB work programme for 1994-1995, which covers country-specific activities for the African and eastern Mediterranean regions and technical areas including the revision of the AfDB health sector policy paper, HIV/AIDS, tropical diseases, drug issues and population policy. The main objective of the cooperation of WHO with the regional development banks is to advise and support Member States and the banks concerning their health and health-related policies and on the allocation and use of their financial and technical resources to implement those policies. The major recent activities in this regard relate, in particular, to WHO/AsDB health reform and population policy for Asia and the Pacific; cooperation between WHO and EBRD on the issues of environmental and other health-related implications of the Bank's projects in the European region; WHO-IsDB collaboration in the area of waste water treatment and water leakage, etc.

16. Various steps have been taken by the World Bank to initiate closer cooperation with organizations of the system. The Bank has extensive operational relationships with the United Nations Children's Fund (UNICEF), WHO, UNFPA and the International Labour Organization (ILO) in the area of human resources development, which involve the provision of consultants, co-financing, shared expertise, design and execution of projects. The Bank works with UNDP on aid coordination both in supporting UNDP-led round tables for the poorest countries and by inviting the resident coordinators of the United Nations system to all consultative group meetings chaired by the Bank. During the substantive session of 1995 of the Economic and Social Council, the President of the Bank initiated a meeting with the heads of a number of organizations of the United

Nations system, which is to be followed by further dialogue in the future on issues of mutual interest.

17. The UNDP/World Bank Task Force, in existence since 1982, has been revitalized and transformed, and is meeting now twice a year at the senior level, with technical working groups assigned to particular issues. At its recent meeting, the four areas of focus in building a stronger relationship between the two organizations were identified as: (a) substantive partnerships including the sectoral/programme approach, particularly in Africa, and collaboration on the thematic follow-up to United Nations conferences; (b) private policy dialogue on sensitive areas; (c) cooperation on the reform and strengthening of the Administrative Committee on Coordination; and (d) country level collaboration. UNDP cooperation with the International Monetary Fund is guided by the Executing Agency Agreement signed in 1989, which provides the legal framework for Fund execution of UNDP-financed technical assistance. There has been enhanced cooperation between UNDP, the resident coordinator system and the multilateral financial institutions in the preparation of the country strategy note at the country level, in full accord with the countries concerned.

18. During the past two years, ICAO has greatly improved its cooperative relationships with multilateral financial institutions within and outside the United Nations, with the objective of expanding the resource base of its technical cooperation programme. This includes the signing of memoranda of understanding, submission and approval of project documents, and instituting new rules and regulations for funding and implementation of projects that are acceptable for both sides.

19. The United Nations International Drug Control Programme and the World Bank have established a very fruitful collaboration at the country level regarding the illicit cultivation, production, trafficking and abuse of drugs. In particular, pilot research projects have been launched in several countries aimed at quantifying the economic and social impact of the problem.

20. The joint activities of the World Food Programme and the World Bank include, in particular, the assistance project to needy non-refugee Palestinians in the Gaza Strip, the project for the reconstruction of basic health and education infrastructure in rural areas of post-war Mozambique, the joint project for agricultural development in Egypt, etc.

21. The United Nations Educational, Scientific and Cultural Organization is actively participating in the World Bank water operations. As a result, the Bank may co-finance the Water and Civilization Conference, including the preparation of joint technical studies. The Bank has also expressed its interest in the UNESCO programme on conflict analysis and resolution in water resources. The establishment of the basis for collaboration of the two organizations in the field of education is under way. Experts from both sides are participating in the preparation of a draft "best practice" paper on education which will replace the Bank's education sector policy paper.

22. The relationship of UNESCO with the African Development Bank involves, among other things, the undertaking by UNESCO of missions to identify or prepare projects to be considered for loan financing by the Bank. During the last 15 years, over 200 missions have been undertaken by UNESCO as part of the cooperative programme, resulting in the provision of loans amounting to over $2 billion to African countries in the field of education and training. In 1995, UNESCO will participate in the implementation of a number of projects in several countries financed by AfDB, and will undertake, at the request of the Bank, impact evaluations of several completed projects. A similar partnership exists between UNESCO and the Asian Development Bank, with focus on joint operations in the area of environment and water resources. In Latin America, the UNESCO office is cooperating in the formulation of several project proposals for financing by the Inter-American Development Bank, UNDP and other donors. UNESCO has been requested to provide support to coordination, together with UNICEF, to donor activities in the region in the field of education and training. In the Middle East, the cooperation of UNESCO with the Arab Fund for Economic and Social Development and the Islamic Development Bank includes the joint preparation and implementation of a number of projects in the area of education, science, literacy, seismic risk assessment and cultural development.

23. The cooperation between the Universal Postal Union and the World Bank takes the form of a joint project entitled "Global study of reform in the postal sector" which is currently under implementation.

24. Rich experience of close cooperation with multilateral financial institutions has been accumulated by the Office of the United Nations High Commissioner for Refugees. The activities include, inter alia, a training course organized by the World Bank at Geneva in June 1994, which was attended by 25 UNHCR staff members, to familiarize them with the project planning and implementation procedures of financial institutions; a grant of $8 million to UNHCR from the World Bank and AfDB for the Rwanda emergency programme; a grant of $8 million from the International Fund for Agricultural Development for the implementation of a programme to repair the environmental damage caused by refugees in the United Republic of Tanzania; joint World Bank-UNHCR missions to some countries for setting up a framework for the reintegration and rehabilitation of refugees, returnees and internally displaced persons.

25. Members of the Administrative Committee on Coordination continue to pay full attention to the important questions raised by the Joint Inspection Unit. In their relations with multilateral financial institutions, the organizations of the United Nations system cover the subject on a wide scale and more specifically than taking into account the recommendations set out in the JIU report.

IV. FIELD REPRESENTATION OF UNITED NATIONS SYSTEM ORGANIZATIONS: A MORE UNITARY APPROACH (JIU/REP/92/8)

26. A report of the Joint Inspection Unit, entitled "Field representation of United Nations system organizations: a more unitary approach" was submitted to the General Assembly at its forty-ninth session and the Economic and Social Council at its substantive session of 1994 (A/49/133-E/1994/49). The related comments of the Administrative Committee on Coordination were transmitted to the General Assembly and the Council (A/49/133/Add.1-E/1994/49/Add.1). The report contained four recommendations addressed to the Secretary-General, in his capacity as the Chairman of the Administrative Committee on Coordination, the executive heads and governing bodies of concerned organizations of the United Nations system, and the Governments of the countries of assignment. The Economic and Social Council considered the report and the Committee's comments and took into account some of the recommendations (resolution 1994/33). The General Assembly took note of the JIU report and the Committee's comments thereon (decision 49/439).

Recommendation 1: Option A, as described in paragraphs 28 to 33 (of the JIU report), should be considered by the Secretary-General for immediate implementation. A letter should be sent by the Secretary-General to all resident coordinators outlining their "early warning responsibilities" and reaffirming their role as Department of Humanitarian Affairs/Office of the United Nations Disaster Relief Coordinator representatives.

Recommendation 2 - Selection of resident coordinators: The Secretary-General should take immediate steps to modify, after concurrence of the Administrative Committee on Coordination, the procedures for selection and appointment of the resident coordinators. This should become the responsibility of a committee to be chaired by the Secretary-General or his representative and composed of the Administrator of UNDP, the Under-Secretary-General for Policy Coordination and Sustainable Development, the Under-Secretary-General for Humanitarian Affairs, one of the Under-Secretaries-General for Political Affairs and the Under-Secretary-General for Administration and Management. The individual selected by the Committee would continue to be cleared with the heads of the concerned agencies and, of course, the Government of the country of assignment.

27. As was pointed out in the comments of the Administrative Committee on Coordination on the JIU report, the organizations of the United Nations system welcomed the suggestion to broaden the selection of resident coordinators to include candidates from various entities of the system. This recommendation is in the course of being implemented, in accordance with the new selection process agreed to by the members of the Joint Consultative Group on Policies at its high-level meeting held at Dhaka in February 1994 in response to paragraph 39 (d) of General Assembly resolution 47/199, in which the Assembly, inter alia, called for widening the pool of qualified development professionals eligible for appointment as UNDP resident representatives/resident coordinators to include the members of the Joint Consultative Group.

28. It should be noted that, in July 1994, the Secretary-General decided to entrust the Administrator of UNDP with overall responsibility for assisting him

in improving the coordination of operational activities for development, including the strengthening of the resident coordinator system. Recruitment and selection of United Nations resident coordinators/UNDP resident representatives have been the subject of major reforms by UNDP in recent years. The sources of selection of resident coordinators/resident representatives have been widened and gender balance has been improved - the number of women resident coordinators has increased. Annual performance reviews have been conducted for all resident coordinators/resident representatives for the past three years, and several of them have been reassigned or retired for performance-related reasons. It is mandatory for each resident coordinator/resident representative to prepare an annual management plan and individual performance plan, which is reviewed regularly by UNDP senior management, and which forms the basis for the annual performance review. With regard to training, all first-time resident coordinators begin with a short induction course supported by the Consultative Committee on Programme and Operational Questions. The majority of resident coordinators/resident representatives have participated in country coordination team courses at the Turin Centre. By the end of 1995, more than 30 resident coordinators/resident representatives will participate in a new advanced workshop aimed at strengthening capacity and skills for policy dialogue with Governments. All the resident coordinators/resident representatives are eligible for a new programme of individual sabbatical training, aimed at developing individual competence in priority substantive areas. Other UNDP and inter-agency training includes such areas as disaster management, programme approach and sustainable human development.

29. With regard to the mechanism for the selection and appointment of resident coordinators, some members of the Administrative Committee on Coordination are firmly of the view that the selection process agreed to by the Joint Consultative Group on Policy should be extended to include other organizations of the United Nations system.

30. Finally, members of the Administrative Committee on Coordination share the view that proposals for further reform with the aim of achieving greater coherence for the United Nations system in the field should be assessed in the light of the progress made in the implementation of the relevant provisions of General Assembly resolutions 47/199 and 48/209, as well as the outcome of discussions on the restructuring and revitalization of the United Nations in the economic, social and related fields.

Recommendation 3: The Secretary-General should study the proposal for more structured early warning/political functions in the context of a unitary United Nations office (option B) described in paragraphs 34 and 35 (of the JIU report) and report to the Administrative Committee on Coordination and the General Assembly on the feasibility and possible timetable for its implementation.

31. Members of the Administrative Committee on Coordination indicate that some aspects of this recommendation, namely, calling for further strengthening of the role of the resident coordinator, are covered by actions taken so far, as reported to the General Assembly at the current session by the Secretary-General

in his report on the triennial comprehensive policy review of operational activities for development of the United Nations system (A/50/202-E/1995/76), and others are in the process of being implemented. This is being done on the basis of a team approach, within the framework of existing mandates of organizations of the United Nations system.

32. Some examples of cooperation and coordination among the organizations and funds at the field level are given below.

33. The number of field offices of UNESCO has been considerably increased during the last few years and had reached a total of 50 at 30 June 1995. Post descriptions of heads of offices have been reviewed and harmonized, stressing in particular the need for cooperation and consultation with the resident coordinator of the United Nations system and other representatives of United Nations organizations in the respective countries. The heads of field offices have the responsibility to maintain close contact with the local representatives of United Nations organizations, especially for the preparation of UNESCO inputs to the country strategy notes under the guidance of the resident coordinators. UNESCO also makes efforts to strengthen the links between the national commissions of UNESCO and the resident coordinators.

34. The Office of the United Nations High Commissioner for Refugees is successfully participating in the new procedures for selecting resident representatives/resident coordinators. As a result, the Resident Coordinator in Moscow is also the representative of UNHCR; the representative of UNHCR at Dushanbe is at the same time the Coordinator of the Department of Humanitarian Affairs; a UNHCR staff member has been selected by UNDP for the post of resident representative and resident coordinator in Burundi.

35. The country presence of the United Nations International Drug Control Programme is fully integrated into the common premises and shared services approach which is being applied in the republics of the former Soviet Union. An updated working arrangement was signed in October 1993 between UNDP and UNDCP, whereby the UNDP Resident Representative is designated simultaneously as the representative of UNDCP, while the head of UNDCP's own office serves as a Country Director.

36. Considering its presence in the field as the most appropriate means of increasing the impact of technical assistance actions on behalf of its member countries, the Universal Postal Union has assigned six regional advisers to the regions - two in Africa, one in Latin America and the Caribbean, two in Asia and the Pacific and one in the Arab region. The work programme of the regional advisers is focused on giving priority to programming, analysing the operation of services, preparing UNDP projects and mobilizing resources. They are also responsible for implementing the new concept of UPU technical assistance, consisting of providing aid in the form of multi-year projects. According to the decision of the 1994 Seoul Universal Postal Congress, the number of regional advisers will be brought up to eight, by creating one post for the countries of central and eastern Europe and one for the subregion of the Caribbean. The regional advisers' offices will be strengthened and enlarged through the

services of associate experts or volunteers and task forces. The UPU regional advisers closely cooperate with the resident coordinators, supporting them in all their development activities.

37. With regard to the Inspector's proposal of changing the profile of resident coordinator's functions, the Administrative Committee on Coordination continues to favour a focus on operational activities for development as reaffirmed by the General Assembly in its resolutions 47/199 and 48/209. There is a strong preference for a major focus in the resident coordinator's job description on "development" activities.

Recommendation 4: Option C (paras. 38-49 of the JIU report) is submitted for further consideration by the executive heads of United Nations system organizations in the context of the Administrative Committee on Coordination and by concerned governing bodies. Should such discussion be encouraging, the Secretary-General is requested to prepare a more detailed proposal for its implementation, taking into account the views of the concerned governing bodies of the specialized agencies. This task could be entrusted to an ad hoc time-limited working group of the Administrative Committee on Coordination.

38. Members of the Administrative Committee on Coordination reiterate their views concerning the creation of the post of a United Nations representative, and continue to support the position of the General Assembly expressed in its resolutions 47/199 and 48/209. It should be recalled that some of the issues of "unified representation" were the subject of the Secretary-General's report to the General Assembly at its forty-eighth session (A/48/585) and of resolution 48/209. Some members of the Committee indicate that the coherence of field activities could best be enhanced not by unifying programmes, since they consider it important to maintain each organization's identity and mandate, but rather by enhancing communication and cooperation to ensure complementarity of action and programmes in pursuit of common goals.

V. ROTATION OF STAFF WITHIN THE UNITED NATIONS (JIU/REP/91/3)

39. A report of the Joint Inspection Unit on rotation of staff within the United Nations was submitted to the General Assembly at its forty-sixth session (A/46/326). The report contained six interrelated recommendations designed to establish a formal system of rotation of staff in the United Nations Secretariat.

40. As indicated in his report on a strategy for the management of the human resources of the Organization (A/C.5/49/5), the Secretary-General attaches great importance to the notion of staff rotation. The development of a staff rotation policy needs to be re-examined and incorporated into the career development and promotion policies being prepared by the newly established Planning and Development Service of the Office of Human Resources Management. It is essential to have such a programme in place to benefit from the cross fertilization of expertise between duty stations and occupational groups and

also to reinforce the principle of a global Secretariat. The Secretary-General is of the view that the recommendations of the Joint Inspection Unit in this report were not fully considered and intends to revisit the subject in the near future - particularly in the light of recent initiatives affecting human resources management in the Organization.

VI. ADVANTAGES AND DISADVANTAGES OF THE POST CLASSIFICATION SYSTEM (JIU/REP/91/7)

41. The report of the Joint Inspection Unit on the advantages and disadvantages of the post classification system was submitted to the General Assembly in 1992 (A/47/168). The report contains 10 recommendations on improving the use of the post classification system in the Organization. The related comments of the Secretary-General were submitted in document A/47/168/Add.1.

Recommendation 1 - Reinforcement of the capacity of personnel services: Since most organizations have indicated that their classification staffing is inadequate, either in number or in expertise, and since it is recognized that classification is one of the main cornerstones for an effective management system on which recruitment, promotion, and career development are built, the authority of personnel services should be strengthened. Adequate resources and staffing should be given to personnel offices to enable them to be true decision-making centres, working in close cooperation with programme managers. In order to revive confidence of staff in their classifiers, the tasks should be entrusted to well-trained specialists, able to work without being subjected to pressure or outside influences, under the umbrella of strengthened personnel services.

Recommendation 2 - Training courses for classifiers and programme managers: As is already done successfully by UNDP, training courses for classifiers should be organized regularly, taking advantage of this scheme to meet the needs of organizations. Some courses should also be offered to programme managers enabling them to understand the purpose of classification and all aspects of personnel questions.

42. To address the shortage of classification officers, a number of personnel officers were trained in job classification at several duty stations. On that basis it was possible to delegate authority for classification of posts to the United Nations Office at Vienna and the United Nations Office at Geneva. Training on the job classification system was also provided to Executive Office personnel at Headquarters, members of classification appeals bodies at Headquarters and overseas duty stations, and to programme staff of the United Nations Office at Vienna. Following the reorganization of the Office of Human Resources Management in September 1995, a number of human resource specialists at Headquarters have also been trained in job classification.

Recommendation 3 - Automated processes for classification: Despite the existence of a well-established job classification system which provides a sound basis for the classification of professional and higher category posts, the classification of individual posts is still contentious and requires a significant commitment of staff resources. UNDP and ILO have proposed a more structured approach to the collection of job information in adapting the Master Standard for application through an automated medium. Computer-assisted classification is being developed in a number of national services and the Inspector is of the view that, given its many advantages, this automated system should be seriously considered for use in the organizations.

43. A provision for an automated classification system has been made under section 26 C of the proposed programme budget for the biennium 1996-1997. This automated system for the classification of Professional posts will be financed jointly with other organizations which participate in the Subcommittee on Job Classification of the Consultative Committee on Administrative Questions.

Recommendation 4 - Implementation of the classification results: The filling of posts, once classified by personnel services, should be left to programme managers. For certain key positions the classification and selection of eligible staff should be the responsibility of a more central level.

44. While the selection of staff continues to be reviewed by the appointment and promotion bodies, the Secretariat is seeking a greater role for programme managers in the process.

Recommendation 5 - Information to staff: Staff at large should be carefully informed so as to familiarize them with the concept of classification and persuade them that it is a credible and reliable management tool. It should be made sufficiently clear in order to achieve broad-based acceptance.

Recommendation 6 - Reclassification of posts: Just as with classification, the reclassification of posts should be done by well-trained specialists. The directives for the reclassification of a post should be strictly applied. It should be reiterated that no post is to be considered for reclassification without taking into consideration the complete manning table of the given department, in order to compare posts. Posts identical in functions and responsibilities should have identical pay and when one is open for reclassification - tasks having increased in volume and responsibility - the others should also be considered.

Recommendation 7 - Appeals mechanisms: The necessity for organizations to have an appeals machinery has been recognized. Where this does not exist, such a machinery should be set up, composed of well-trained specialists, recognized as being objective and independent and whose appointments have been approved by the administrations and the staff. All appeals machinery should be known to staff, as well as their right to use it when the need arises.

45. The Secretary-General believes that recommendations 5 to 7 have already been implemented.

Recommendation 8 - Levels of classification of P-1 and P-2 posts: Several organizations - especially those with highly technical posts - find it difficult to attract qualified staff at an entry level of P-1 or P-2 and therefore have abandoned using these levels. A careful study should be carried out by an official body, in order to redress that anomaly and to try to avoid having most Professionals recruited at an already high level with no opportunity left for career advancement within the organization. It should be kept in mind, however, that this may be difficult to put into practice in organizations which require high technical expertise, as noted in paragraph 183 (of the JIU report).

46. The Secretary-General continues to believe that the system of national competitive examinations makes it possible to attract qualified staff at entry levels.

Recommendation 9 - Scaling down and underfilling of posts: In order to attract new and qualified staff, thus rejuvenating the human resources of organizations, a more dynamic approach such as the structuring of job responsibilities through scaling down and underfilling of posts should be pursued, taking into account the particularities of each organization as explained in paragraph 184 (of the JIU report). The International Civil Service Commission could be invited to examine the feasibility of this approach prior to its eventual application.

Recommendation 10 - Personal promotion and linked grades: A careful feasibility study should also be carried out by the International Civil Service Commission on the possibility of introducing personal promotion and linked grades in a way which maintains the integrity of the post classification system.

47. Recommendations 9 and 10 were addressed by the International Civil Service Commission in its report for the year 1993 (A/48/30).